

**Department of Defense
Operational Contract Support
Action Plan
FY 2017 – FY 2020**



September 22, 2016

Preface

The Operational Contract Support (OCS) Action Plan is the Department of Defense (DoD) roadmap to attaining the OCS capability that the warfighter needs. OCS is present in operations large and small, from combat to contingency, to humanitarian assistance and disaster relief. To develop this plan we reexamined OCS doctrine, organization, training, materiel, leadership and education, personnel, facilities, and policy (DOTMLPF-P) functions to pinpoint where we will take action to close capability gaps.

Since the 2013 publication of the first OCS Action Plan, the DoD Functional Capabilities Integration Board (FCIB) of senior leaders has overseen significant steps to position OCS for Joint Force 2020 and better align this capability with Defense readiness requirements. The DoD OCS Action Plan FY 2017 – FY 2020 outlines work to be accomplished. It lays out the new and continuing strategic tasks that the Office of the Secretary of Defense, Chairman of the Joint Chiefs of Staff, combatant commands, Defense agencies, and military services will complete by the end of FY 2020. The recent Vice Director for Logistics, Joint Staff J4, and the newly arrived Vice Director both support and approve the Plan.

This Action Plan introduces development of an OCS Joint DOTMLPF Change Recommendation (DCR) for the Joint Requirements Oversight Council (JROC) to consider. The joint DCR process is the method by which DoD mitigates capability gaps using non-materiel approaches. The FCIB agreed to pursue an OCS Joint DCR to facilitate collaboration beyond the OCS community and close the OCS gaps. The FCIB members recently began work on the OCS Joint DCR.

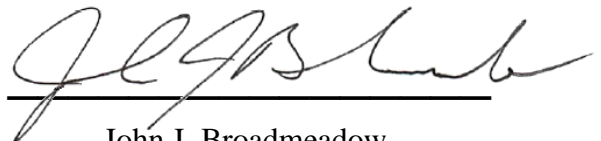
The FCIB members will continue to take actions to overcome shortfalls and keep OCS on course to a full capability. We have assigned a lead organization to each OCS capability gap and to each task within those gaps. The plan sets DoD OCS objectives, links those objectives to outcomes, and marks deadlines for completion. The Joint Staff J4 has created an Action Plan annex to lay out their critical OCS activities and a Joint Capability Area Development Plan.

The Department has come a long way toward integrating OCS into the processes that support military operations. The DoD OCS Action Plan documents the work still to be done to ensure OCS capability meets Joint Force commanders' needs. This plan shapes the work that establishes DoD's OCS capability, setting it on course for the long term and continuous improvement.

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Executive Summary

Operational Contract Support

Operational contract support (OCS) is a Joint Capability Area on which the Department relies to conduct military operations, humanitarian assistance and disaster relief. The Department of Defense OCS Action Plan serves as the roadmap for establishing the OCS solutions on which the total force depends.

OCS is the “ability to orchestrate and synchronize the provision of integrated contract support and management of contractor personnel providing support to the joint force within a designated operational area.”¹ It is a process of “planning for and obtaining supplies, services, and construction from commercial sources in support of joint operations.”²

DoD OCS Action Plan

The DoD OCS Action Plan helps the DoD align OCS with legislation and strategic guidance, build readiness, and shape OCS for the Joint Operating Environment 2035³. Updated annually, the Action Plan documents the tasks that close the top 10 prioritized OCS capability gaps found in the Initial Capabilities Document (ICD)⁴. For each task, the plan designates an office of primary responsibility (OPR) and a due date.

This document assigns tasks to the Office of the Secretary of Defense, Chairman of the Joint Chiefs of Staff (CJCS), military services, geographic combatant commands and US Special Operations Command, and Defense agencies to close capability gaps and ultimately operationalize OCS. The task OPRs take into account their existing resourcing as they scope their tasks and set completion dates. The FY 2017-2020 DoD OCS Action Plan aligns 36 tasks to close the 10 critical capability gaps identified in the ICD that followed a 2010-2011 OCS capabilities-based assessment.

In FY2016 the OCS gap leads conducted gap assessments and identified changes to the gaps, actions, and tasks required to resolve OCS shortfalls. Three of the gaps have been reworded or updated to clarify and reflect change that occurred since the ICD. This year’s Action Plan reflects progress with the completion of 40 tasks from the FY 2015 Action Plan. Previous Action Plans included tasks that addressed solutions brought forward in the Joint Concept for OCS⁵. The JROC endorsed both the OCS ICD and the OCS Joint Concept and approved implementing the Joint Concept through the OCS Action Plan.⁶

New to this FY 2017-2020 plan is discussion of the recently initiated OCS Joint DCR process intended to accelerate changes particularly within the combatant commands and services. This year’s Action Plan also adds a Joint Staff J4 Annex describing the OCS Joint Capability Area Development Plan which provides a baseline to synchronize and track DoD-

¹ National Defense [32 CFR], Part 158—Operational Contract Support [32 CFR 158], <http://cfr.regstoday.com/32cfr158.aspx>.

² Joint Publication 4-10, *Operational Contract Support*, 16 July 2014, www.dtic.mil/doctrine/new_pubs/jp4_10.pdf.

³ *Joint Operating Environment 2035: The Joint Force in a Contested and Disordered World*, 14 July 2016, [dtic.mil/doctrine/concepts/joe/joe_2035_july16.pdf](http://www.dtic.mil/doctrine/concepts/joe/joe_2035_july16.pdf)

⁴ Joint Requirements Oversight Council Memorandum (JROCM) 112-11, July 19, 2011, *Operational Contract Support Initial Capabilities Document*, http://www.acq.osd.mil/log/PS/ocs_action_plan.html/OCS_Initial_Capabilities_Document.pdf

⁵ *Joint Concept for Operational Concept Support*, 7 October 2013, http://www.dtic.mil/doctrine/concepts/joint_concepts/jic_opcontsupport.pdf.

⁶ JROCM 060-14, 28 May 2014, *Joint Concept for Operational Contract Support Transition Implementation Plan*.

wide development of DOTMLPF-P solutions and the DoD-wide work that Joint Staff J4 is leading to complete the tasks in the Action Plan.

OCS Capability Gaps *

- 1: Insufficient awareness of the significance and complexity of OCS.
- 2: Limited integration of OCS into task planning, assessments, training, and reporting.
- 3: Lack of a strategy for total force manpower requirements for OCS-enabling functions.
- 4: Lack of personnel, manpower, rules, tools, or processes to integrate OCS into theater plans.
- 5: Insufficient ability to visualize, track, and monitor OCS capabilities in theater.
- 6: Lack of sufficient leadership oversight of OCS.
- 7: Lack of ability to identify contract vehicles and capabilities by region. *[gap closed]*
- 8: Inadequate capability to oversee contractor performance.
- 9: No common capability to generate acquisition-ready contract support requirements packages.
[gap reopened for action; updated wording]
- 10: Lack of a capability to identify contractors and control base access.

** gaps paraphrased for brevity*

Oversight

The OCS Functional Capabilities Integration Board (FCIB) provides governance over the DoD OCS Action Plan. Currently co-chaired by the Deputy Assistant Secretary of Defense (Program Support) (DASD(PS)) and the Vice Director for Logistics, Joint Staff J4 (VJ4), this joint senior-executive forum will maintain and closely monitor the Department's progress toward completing the Action Plan's strategic-level tasks required to close OCS gaps. An O-6 level working group will provide recurring reports to the Board. The Joint Staff J-4 Annex, a supplement to the DoD Action Plan, is owned and managed by the Joint Staff J4-OCS Division.

Introduction: FY 2017-2020 Operational Contract Support Action Plan

Operational Contract Support (OCS) is the “ability to orchestrate and synchronize the provision of integrated contract support and management of contractor personnel providing support to the joint force within a designated operational area.”⁷ It is the doctrinal “process of planning for and obtaining supplies, services, and construction from commercial sources in support of joint operations.”⁸

As a tier of the logistics Joint Capability Area (JCA), OCS is present in many functional areas and all operational phases. It can be a decisive factor in major combat operations; irregular warfare; and stability, security, transition, and reconstruction (SSTR) operations.

The Action Plan is DoD’s OCS roadmap through 2020, addressing ways and means to deliver a full joint capability. This Action Plan describes the tasks that must be accomplished to ensure OCS closes its documented capability gaps. The Action Plan documents and guides the collective efforts to close OCS capability gaps by 2020. The senior executives and general and flag officers on the OCS FCIB approve the Action Plan, authorize its annual update, and monitor progress made on each task.

Significant progress has been made since publication of the original Action Plan⁹. Notably, the Department now has an OCS joint publication, and in February 2016 the services published an OCS multi-service tactics, techniques, and procedures document. OCS courses are taught in classrooms and on-line. Contractor accountability is more easily managed with the fielding of the Synchronized Pre-Deployment and Operational Tracker (SPOT). Each gap section in this document describes the past year's progress in closing the individual gaps.

The OCS Action Plan FY 2017-2020 not only updates the FY 2015-2018 plan¹⁰. This year’s plan is based on gap assessments, changes in DoD guidance, and a review of OCS requirements. The gap assessments resulted in the definition of the current gaps, objectives, actions, tasks, OPRs, and due dates. This plan includes a new initiative, just getting underway, to sponsor an OCS Joint DCR process; and a new annex (drafted by the Joint Staff J4). This year’s Action Plan presents 36 tasks; 19 are new. Previous OCS Action Plans are posted on the CAC-enabled DASD(PS) SharePoint site.¹¹

Purpose

The OCS Action Plan establishes the DoD roadmap to:

- close the 10 highest-priority capability gaps;¹²
- set the foundation for critical future actions to improve OCS to a highly reliable, established joint capability.

⁷ CFR Title 32 — National Defense [32 CFR], Part 158 — Operational Contract Support [32 CFR 158], <http://cfr.regstoday.com/32cfr158.aspx>.

⁸ Joint Publication 4-10, *Operational Contract Support*, 16 July 2014, www.dtic.mil/doctrine/new_pubs/jp4_10.pdf.

⁹ DoD OCS Action Plan, April 2013, https://atl.osd.mil/coi/DASD_PS_OCS/FCIB_Library/FY13-16%20OCS%20Action%20Plan_Final.pdf

¹⁰ [https://atl.osd.mil/coi/DASD_PS_OCS/FCIB_Library/OCS%20Action%20Plan%20FY15-18%20\(published\).pdf](https://atl.osd.mil/coi/DASD_PS_OCS/FCIB_Library/OCS%20Action%20Plan%20FY15-18%20(published).pdf)

¹¹ FY13-16: https://atl.osd.mil/coi/DASD_PS_OCS/FCIB_Library/FY13-6%20OCS%20Action%20Plan_Final.pdf; FY14-17: https://atl.osd.mil/coi/DASD_PS_OCS/FCIB_Library/DoD%20OCS_Action_Plan%20FY2014-2017-%20FINAL%2024April2014.pdf; FY15-18: [https://atl.osd.mil/coi/DASD_PS_OCS/FCIB_Library/OCS%20Action%20Plan%20FY15-18%20\(published\).pdf](https://atl.osd.mil/coi/DASD_PS_OCS/FCIB_Library/OCS%20Action%20Plan%20FY15-18%20(published).pdf)

¹² JROCM 112-11, 18 July 2011, *Operational Contract Support Initial Capabilities Document*, http://www.acq.osd.mil/log/PS/_ocs_action_plan.html/OCS_Initial_Capabilities_Document.pdf

It assigns activities across the Office of the Secretary of Defense (OSD), the Joint Staff, military services, Defense agencies and geographic combatant commands (GCCs)¹³ and US Special Operations Command. The OCS Action Plan represents workload in existing budgets. In scoping their tasks and setting completion dates, the Action Plan’s individual task owners considered their available resources.

OCS Gaps and Objectives

This document sets specific OCS outcomes and identifies the office of primary responsibility (OPR) for achieving each task. Each of the 10 gaps has an individual objective, i.e., what DoD’s actions and tasks should achieve in closing that gap to establish an adequate OCS capability by 2020.

During 2016 the Action Plan working group gap leads reassessed the 10 capability gaps with the perspective of the current environment and considering changes that have occurred since the 2011 ICD. The gap leads assessed whether such changes required revisions, deletions, or additions to Action Plan tasks, a rewording of a gap, or even a recommendation that aggregated completed tasks had closed a gap. This assessment resulted in reopening of gap 9 with a new description, update to the description of gap 3, and new objectives for all gaps. The working group also approved a new objective for each capability gap.

The plan shows the individual projects and participants that collectively meet the objectives and close the 10 gaps. Each Action Plan task is time-sensitive: completing 100 percent of the tasks within a gap is the measure for meeting the objective to close a gap.

Table 1. Prioritized OCS Capability Gaps with 2020 Objectives (gaps paraphrased for brevity)

Gap 1: Insufficient ability to **leverage the full potential of OCS** because of insufficient awareness and appreciation for the significance and complexity of OCS.

Objective: *The Department will have the foundation for optimizing OCS capability, with OCS found in strategy and policy, Chairman’s instructions, and major communications products.*

Gap 2: Limited ability to **integrate OCS** into capability and task planning, operational assessments, force development, training, readiness reporting, lessons learned, and continuous process improvement.

Objective: *Integrate OCS in DoD planning, training, and reporting processes to inform DoD strategy, requirements, and resourcing.*

Gap 3: Lack of a holistic strategy to identify, validate, resource, and staff **total force manpower requirements for OCS**-enabling functions, with a focus on the training, recruitment, and retention of organic military and civilian workforce requirements.

Objective: *DoD components with responsibilities for OCS enabling and integration functions will establish policies and procedures to support OCS program management, requirements definition, contract support integration, contracting support, and contractor management.*

Gap 4: Lack of personnel and manpower, rules, tools, or processes to **integrate OCS into theater plans** across all phases, all directorates (J-staff functions), and with non-DoD partners.

Objective: *The joint force will integrate OCS into theater steady-state and operations plans, geographic combatant command and service component command staff functions, and non-DoD partners’ activities.*

¹³ The Action Plan uses “GCCs” to refer collectively to the geographic combatant commands plus Special Operations Command unless otherwise specified.

Gap 5: Insufficient ability to visualize, track, and monitor types, location and status of OCS capabilities in theater.

Objective: *The joint force will attain the capability for commanders to efficiently integrate information about all aspects of contracted support to operations and visualize that integrated information during both planning and execution.*

Gap 6: Lack of sufficient leadership oversight and awareness to address risk, opportunities, resources, communications, transitions, improvements, and inter-contingency issues associated with OCS.

Objective: *The Department will establish the enduring OCS organizational oversight capability sufficient for phases 0 through 5 and steady-state contract support integration functions*

Gap 7: Lack of ability to identify existing contract vehicles and capabilities by region and to direct integration of common contract support.

Objective: *The Department will establish a process and system solution to search contract vehicles by location and integrate common contract support.*

Gap 8: Inadequate capability to effectively oversee contractor performance and ensure desired outcomes are achieved.

Objective: *The joint force will be able to effectively administer, oversee, and close contracts to ensure contractor performance is properly tracked and accessible.*

Gap 9: No common capability to simply, rapidly, and accurately generate and coordinate (including deconflicting and prioritizing) acquisition-ready contract support requirements packages.

Objective: *DoD will establish a common capability to develop, validate, consolidate, and prioritize requirements in an operational environment.*

Gap 10: Lack of a capability to identify contractors and control base access across all geographic locations.

Objective: *The DoD will establish a capability to identify and account for contractor personnel and have a standard process and policy to authorize their access to base support and government-furnished equipment.*

The OCS FCIB co-chairs—the DASD(PS) and the VJ4—are DoD’s executive-level monitors for meeting OCS objectives. The FCIB is their forum for examining progress on actions and deadlines. As an action is completed, the FCIB co-chairs will review and approve documentation of what DoD delivered (e.g., a policy document). Along with the other FCIB members, the FCIB co-chairs will validate the effectiveness and sustainability of corrective measures. They will indicate risk areas and select DoD leads to mitigate these risks.

The Action Plan’s gap leads continually reassess each gap to consider policy and strategy influences and desired DOTMLPF-P in the 2017-2020 environment, redefining the gap when needed to reflect progress and changes since the JROC validated the 2011 ICD. They assign tasks to OPR(s) and recommend tasks to be deleted, revised, realigned, added, or designated complete. Gap leads monitor whether OPRs are on track to complete individual tasks. They confirm task status for FCIB review and recommend gap closure.

The Action Plan working group co-chair compiles documentation of completed tasks on the DASD(PS) secure SharePoint site.

The OCS Joint Concept

The Joint Requirements Oversight Council (JROC) endorsed the Joint Concept for OCS¹⁴ and approved DoD's OCS Action Plan as the joint concept's means of implementation.¹⁵ Previous Action Plans assigned joint concept solutions as tasks to organizations.

Table 2. OCS Joint Concept Solutions

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| <ol style="list-style-type: none">1. DoD-wide OCS executive agents to lead DOTMLPF-P capability development across DoD and to coordinate Executive Agent (EA)-related resource requirements.2. Skilled cadre of multi-disciplinary military and civilian personnel with specialized OCS training and experience.3. An enduring, scalable OCS mission integrator originating from and utilized at the GCC's discretion by subordinate JFC or selected Service components to lead all OCS horizontal collaboration across the primary and special staff, and coordinate vertically with components and supporting agencies.4. A sound OCS foundational knowledge base within leaders through professional military education to facilitate a cultural shift on how the DoD views, plans and accounts for contracted support.5. Integrate OCS across joint functions into doctrine and in Service and joint live, virtual, and constructive training.6. Networked total force partners with innovative OCS tools, data and processes to optimize capabilities and exploit existing and emerging technology to reduce manpower requirements and workload.7. Rapidly deployable, trained and ready contracting organizations or capabilities, along with improved authorities and processes to better coordinate and control theater contingency contracting in the Joint Operations Area (JOA). |
|---|

The OCS Joint Concept espoused establishment of an OCS executive agent to lead DOTMLPF-P capability development across DoD and coordinate resource requirements. After thorough assessment, the Department will address this requirement through update of DoD policy and Chairman Joint Chiefs of Staff publications. Training requirements will be addressed in policy, doctrine, and an OCS Joint DCR proposal as required. The joint concept also espoused establishment of an enduring, scalable OCS mission integrator (OMI) at the CCMD level to lead all OCS horizontal collaboration across the primary and special staff, and coordinate vertically with components and supporting agencies. The OMI demonstration with US Pacific Command will conclude in FY 2017. Lessons learned and products from the OMI will be reviewed for benchmarking DoD-wide. The OMI demonstration has already validated the need for an OCS integration cell during phase 0 and during operations—at the combatant command, service component, and sub-JFC levels.

Scope of the OCS Action Plan

This Plan addresses 10 capability gaps. Task OPRs refer to the Action Plan to set priorities as they develop and manage OCS solutions. The actions touch policy and DOTMLPF, to transform OCS as described in the Joint Concept and to close the gaps identified in the OCS ICD. The OCS FCIB will oversee progress.

The document includes the Joint Staff J4 Annex. The annex includes an evolving OCS joint capability area development plan to synchronize development of DOTMLPF-P solutions

¹⁴ Joint Concept for Operational Concept Support, 7 October 2013, http://www.dtic.mil/doctrine/concepts/joint_concepts/jic_opcontsupport.pdf.

¹⁵ JROCM 060-14, 28 May 2014, Joint Concept for Operational Contract Support Transition Implementation Plan.

across all DoD components. The annex also documents the extensive work and progress that Joint Staff J4 is leading to mitigate gaps 2, 4, and 6.

Development Factors

Statute

The OCS Action Plan since its original publication has included tasks to implement the mandates of Title 10 US Code and the FY 2007, FY 2008, FY 2013, and FY 2014 National Defense Authorization Acts (NDAAs) that amended it.¹⁶

The FY 2007 NDAA section 854 amended Title 10: “The Secretary of Defense, in consultation with the Chairman of the Joint Chiefs of Staff, shall develop joint policies for requirements definition, contingency program management, and contingency contracting during combat operations and post-conflict operations.”¹⁷ Since 2007 the DASD (Program Support) (then the Assistant Deputy Under Secretary of Defense) for Program Support has had responsibility for implementing this section of Title 10.¹⁸ It requires joint policy to effectively implement “objectives, policies, and decisions regarding the allocation of resources, coordination of interagency efforts in the theater of operations, and alignment of requirements with the proper use of funds.” Compliance with the statute requires up-to-date DOTMLPF-P.

The FY 2008 NDAA, Section 849, further amended section 2333 of Title 10, U.S.C.,¹⁹ directing that joint policies provide for training of personnel *outside* the acquisition workforce who could have acquisition responsibilities during contingencies. It mandated incorporation of contract operations into mission readiness exercises. The amendment required Government Accounting Office (GAO) to audit compliance with these requirements.

Section 845 of the FY 2013 NDAA amended Title 10 in requiring the Secretary of Defense to include operational contract support in Defense readiness reporting systems.²⁰ Title 10 now mandates that Joint Professional Military Education cover OCS.²¹

The FY 2014 NDAA amended Title 10²² to require the Secretary’s quarterly reports on “personnel and unit readiness” to include a “Risk Assessment of Dependence on Contractor Support” along with the Chairman’s assessment of “the level of risk incurred by using contract support in contingency operations.” The law refers to the existing requirement in Department of Defense Instruction (DoDI) 1100.22, “Policies and Procedures for Determining Workforce Mix.”

Other Major Influences

¹⁶ *The Joint OCS Training and Assessments Guide*, March 2016, Appendix A-1 shows a full summary of legislation regarding OCS.

¹⁷ 10 U.S. Code Section 2333: Joint policies on requirements definition, contingency program management, and contingency contracting, <http://uscode.house.gov/view.xhtml?req=granuleid:USC-prelim-title10-section2333&num=0&edition=prelim>.

¹⁸ Under Secretary of Defense memorandum, *Designation of Assistant Deputy Under Secretary of Defense (Program Support) to Implement Section 854 of the John Warner National Defense Authorization Act for FY 2007*, September 5, 2007.

¹⁹ 10 U.S. Code section 2333(e)

²⁰ Section 117(c) of Title 10 USC, “Readiness reporting system: establishment; reporting to congressional committees,” <https://www.gpo.gov/fdsys/pkg/USCODE-2014-title10/pdf/USCODE-2014-title10-subtitleA-partI-chap2-sec117.pdf>

²¹ U.S. Code > Title 10 > Subtitle A > Part III > Chapter 107 > § 2151

<http://uscode.house.gov/view.xhtml?hl=false&edition=prelim&req=granuleid%3AUSC-prelim-title10-section2151&num=0&saved=|KHRpdGxIOjEwIHNIY3Rpb246MjE1NCBIZGl0aW9uOnByZWxpbSk%3D||0|false|prelim>

²² <https://www.gpo.gov/fdsys/pkg/USCODE-2014-title10/pdf/USCODE-2014-title10-subtitleA-partI-chap23-sec482.pdf>

Other factors that shape this plan—and have shaped previous ones—include joint doctrine and GAO reports. In addition, the FY 2017-2020 Action Plan reflects the findings of the first OCS senior-leader summit meeting, October 2015.

Joint Publication (JP) 4-10. *Operational Contract Support*²³ summarizes OCS doctrine and the associated terminology, lists the Department-wide roles and responsibilities, discusses contract support integration planning and execution, and addresses contractor management.

GAO statements and reports. Through its audits and reports, GAO has offered critical reviews of how DoD manages contingency contracting. For example, the 2016 DoD Inspector General follow-up on a 2015 GAO report²⁴ suggested that use of the Joint Asset Movement Management System (JAMMS), a component of the Synchronized Predeployment and Operational Tracker–Enterprise Suite, would be a more effective force-management tool if DoD policy mandated its use. The next DoDI 3020.41 update will reflect this.

In 2015 GAO recommended that the Secretary of Defense "direct the Secretaries of the Navy and Air Force to include the Services' roles and responsibilities to collect OCS issues in comprehensive Service-specific guidance on how the Navy, Marine Corps, and Air Force should integrate OCS."²⁵ The Department agreed that, with the expected 2016 revision of DoDI 3020.41, the Services will be postured to include this new guidance by March 2017 in their respective Service-specific regulations and guidance documents.

The OCS Senior Leader Summit Meeting. In October 2015 the senior leaders from OSD (Acquisition, Technology, & Logistics), Defense Logistics Agency, Joint Staff J4, Defense Contract Management Agency, geographic combatant commands and service logistics and procurement directorates met for a full day to discuss their needs for an OCS enduring capability. The senior-leader participants agreed that OCS gaps and challenges persist:

- Visibility: an immediate requirement for an enterprise-level OCS common operational picture.
- OCS integration cell: the need for OCS-trained personnel to serve in an OCS integration cell (OCSIC) at each GCC²⁶, joint task force (JTF), and some service components.
- Steady-state integration: making OCS part of the theater campaign plans and strategic engagement.
- Awareness: helping combatant commanders understand that contracted support is part of the “battlespace” (the area of operations) and affects operational outcomes—that OCS is “bigger than logistics.”
- Requirements definition: the need to improve the process, especially at the front-end.
- Training: expanding the OCS training base to include all J-codes and ranks and teaching OCS in the schools.

²³ Joint Publication 4-10, *Operational Contract Support*, 16 July 2014, http://www.dtic.mil/doctrine/new_pubs/jp4_10.pdf

²⁴ GAO Report 15-250, *Contingency Contracting: Contractor Personnel Tracking System Needs Better Plans and Guidance*, February 2015, <http://www.gao.gov/products/GAO-15-250>.

²⁵ GAO Report 15-243, *Operational Contract Support, Actions Needed to Enhance the Collection, Integration, and Sharing of Lessons Learned*, March 2015, <http://gao.gov/assets/670/669029.pdf>

²⁶ The Action Plan uses “GCCs” to refer collectively to the geographic combatant commands plus Special Operations Command.

- Exercises: supporting OCS play in exercises and integrating OCS into the standard cycle of exercises.

Collaboration During Development

DoD developed the Action Plan primarily through an FCIB-approved OCS Action Plan working group. The working group members represent the organizations with a major stake in preparing OCS to be a Joint Force (JF) 2020²⁷ capability. The working group maintains and updates the Action Plan for FCIB approval.

Roles and Responsibilities

- OSD develops timely, implementable policy and aligns OCS strategy across the Department.
- The Joint Staff contributes to a strong OCS capability through its responsibility for joint doctrine and for joint training and education. (The Joint Staff J4 Annex to this plan discusses these efforts and the OCS reporting mechanisms that organizations have agreed to.)
- The military services bring operational readiness to OCS through updates to DOTMLPF-P, implementation of the OCS joint concept, and insertion of OCS into exercises. The services align their OCS policy with Defense policy.
- Defense agencies and joint commanders that manage and oversee OCS bring valuable lessons learned and practical process changes that influence DOTMLPF-P.
- The OCS FCIB, co-chaired by the DASD(PS) and the VJ4, is the oversight body to track and monitor progress, resolve problems, integrate the efforts in DoD, coordinate sustained progress, and recommend DOTMLPF-P change. The co-chairs approve recommendations for closing or changing gaps, actions, and tasks.
- The FCIB members approve and sign the annual OCS Action Plan. They champion development and synchronization of OCS DOTMLPF-P solutions within their component organizations.
- The organizations of four FCIB members have lead in assigning and monitoring tasks to close gaps: ODASD(PS) – gaps 1, 5, 9; Joint Staff J4 – gaps 2, 4, 6; Office of the Assistant Secretary of Defense for Manpower & Reserve Affairs (M&RA)– gap 3; and the Director for Procurement and Acquisition Policy (DPAP) – gap 8. The gap leads have responsibility to:
 - Continually reassess each gap to consider policy and strategy influences and desired DOTMLPF-P in the 2017-2020 environment, redefining the gap when needed to reflect progress and changes since the JROC validated the 2011 ICD;
 - Identify objectives, actions, tasks, OPRs, and due dates required to close a gap;
 - Assign tasks to OPR(s) and confirm that OPRs are on track to complete individual tasks;
 - Recommend tasks to be deleted, revised, realigned, added, or designated complete;
 - Synchronize action among DoD components and other gap leads to close a gap.
 - Recommend formal tasking when needed to get work done;

²⁷ Capstone Concept for Joint Operations, Joint Force 2020, 10 September 2012, <http://dtic.mil/doctrine/concepts/concepts.htm>

- Determine which tasks have priority, even if in another gap;
- Confirm task status for FCIB review;
- Provide annual updates to the OCS Action Plan working group co-chairs for the plan revision.
- Recommend gap closure.

The OPRs accomplish tasks themselves or ensure completion by the target dates. Task OPRs participate in their gap leads' efforts and respond to requests for information and assessment.

External Factors

Events external to DoD or beyond its control (e.g., appropriations, changes to law or national security strategy) could affect progress or change the direction of OCS requirements. The FCIB members will monitor this environment and bring these factors to the Board's attention for recommendations and action.

Conclusion

As force size is reduced, DoD becomes more reliant on the contracted component of the total force. As long as the joint force is reliant on contracted support in operations, the Department will protect the strength of OCS. Management and oversight of the contracted force is required to capitalize on the benefits of contracted support and mitigate the risks inherent in it use. DoD requires development of standard OCS DOTMLPF-P solutions to enable OCS. The Action Plan outlines an implementation plan to overcome the most significant gaps in OCS capability. It also outlines the roadmap for development of future OCS DOTMLPF-P solutions and enables synchronization by DoD components.